

National Advisory Committee: Language Working Group Report

November 2016

Chair: Mee Moua, Asian Americans Advancing Justice – AAJC

I. Introduction¹

Limited English proficiency (LEP) populations are some of the hardest to reach and hardest to count population groups during census enumeration operations. This is due to multiple sociocultural and linguistic factors, and these must be taken into consideration in order to successfully enumerate these persons or groups.

Language needs are rapidly increasing and diversifying in the nation. To increase response and to support the goal of an accurate and cost-effective census, it is necessary to identify the most effective language support services and strategies for use during the census. It is crucial to generate awareness about the census and to facilitate participation for LEP persons.

In order to overcome the challenges faced by LEP populations, the Census Bureau has been, and continues to, research and refine options for non-English support, in preparation for the 2020 Census. The Language Services operation looks to optimize non-English questionnaire designs and response options for LEP populations and to ensure culturally appropriateness and relevance in all materials.

The Census Bureau plans to finalize the 2020 Census Language Support Plan in 2017, including how many languages will be supported and at what level those languages will be supported at (e.g., internet instruments, language assistance videos and paper guides). Issuing the plans in Fall 2017 allows access to the most recent data on the language needs so that the program is as responsive as possible to the different language communities.

The Language Working Group was created to advise on the development, implementation, and analysis of research associated with methods used to identify which languages to support and types of language services to provide in support of the 2020 Census. It was intended to provide expertise while balancing known challenges of cost containment and maintaining our commitment to high quality data. In addition to the chair Mee Moua (Asian Americans Advancing Justice – AAJC), participants of the working group are Dr. Julie Dowling, Carol Gore, Ditas Katague, Dr. Yolande P. Marlow, Thomas Saenz (Mexican American Legal Defense and Educational Fund), Dr. Alisu Schoua-Glusberg, and Dr. Lily Anne Welty Tamai. This report is the culmination of the working group’s engagement and includes an overview of what was done to assist language communities in 2010, what is contemplated for 2020, and the recommendations from the working group on the Census Bureau’s 2020 Census Language Services operation.

¹ Introduction language is pulled from the Language Working Group Charter.

II. 2010 Language Assistance Activities²

The goal of the 2010 Census Language Program was to provide information, assistance, and materials in languages other than English. The program intended to help improve coverage and achieve efficiencies by developing effective methods to meet the diverse language needs of the nation. As the inability to communicate well in English could be a barrier to enumeration, the Language Program attempted to lower this barrier by providing information, assistance, and materials in languages other than English.

The Language Program was integrated into almost every major operation and system of the 2010 Census. The program was responsible for providing input for the selection of languages to be used for the census questionnaires, language assistance guides (LAG), and related materials provided to LEP populations. The operation also selected the areas where English/Spanish bilingual questionnaires were delivered.

Key elements of the program included the following:

- Language selection
- Introduction of an English/Spanish bilingual questionnaire for targeted areas
- Non-English questionnaires and materials including:
 - Non-English Questionnaires
 - LAGs
 - Language Reference Dictionary
 - Language Identification Flashcard
- Five-prong expansion effort to increase language assistance for Chinese, Korean, Vietnamese, and Russian speakers

The Language Program, with input from internal and external stakeholders, selected a list of non-English languages required for questionnaires and LAGs. The program determined the final list of content that needed to be translated into each of the selected languages for materials such as questionnaires, letters, reminder cards, Language Identification Flashcards, and Enumerator Job Aids. Respondents were able to request questionnaires or LAGs in several different languages.

Highlights of the key elements include:

- Language selection
 - Utilized 2005 American Community Survey data, Census 2000 results, recommendations from stakeholders and language ability of translation contractor
 - To choose the primary Non-English Languages (Spanish, Chinese, Korean, Vietnamese, and Russian), the Census Bureau determined which languages had

² Language for this section is pulled from 2010 Census Language Program Assessment.

100,000 or more occupied housing units with no persons aged 15 or older who spoke English "very well" (linguistically isolated³ households)

- The Census Bureau produced materials for additional non-English languages (54 languages) for those languages that had 2,000 or more occupied housing units with no persons aged 15 or older who spoke English "very well" as well as taking recommendations from stakeholders and assessing the language ability of the translation contractor
- Translation & Review Process for 2010 Census Materials
 - English text sent to contract translator
 - Translated text sent back to the Census Bureau
 - Available in-house reviewers assess the quality of the work
 - Census Bureau Headquarters staff, regional staff, and Census Advisory Committee members review translated materials
- Introduction of an English/Spanish bilingual questionnaire for targeted areas
 - English/Spanish bilingual questionnaires were delivered to all housing units in "Spanish Assistance" tracts with a "Swim-lane" design
 - English/Spanish bilingual advance letter
 - English/Spanish bilingual reminder letter thereafter
- Non-English questionnaires and materials
 - Three-Tier System for non-English materials
 - Tier 1 – Number of housing units needing language assistance per language greater than 141,000
 - Questionnaires, Language Assistance Guides, Questionnaire Assistance Centers, Telephone Questionnaire Assistance interviews, 2010 Census Website, Partnership Program
 - Tier 2 – Number of housing units needing language assistance per language 20,000-141,000
 - Language Assistance Guides, Questionnaire Assistance Centers, 2010 Census Website, Partnership Program
 - Tier 3 – 2,000-19,999
 - Language Assistance Guides, 2010 Census Website, Partnership Program
 - Questionnaires and materials
 - Non-English questionnaires (5 non-English languages) and Braille and large print questionnaires
 - Language assistance guides (Available in 59 non-English languages, large-print, and Braille)
 - Non-English field materials
 - Enumerator questionnaire translated to Spanish

³ Starting in 2010, the term "linguistic isolation" has been replaced with "Households in which no one 14 and over speaks English only or speaks a language other than English at home and speaks English very well." This report utilizes "linguistic isolation" to mean its replacement terminology.

- Language Identification Flashcard
 - In 50 languages, asking if there was someone in the housing unit that spoke English who could help the enumerator
- Bilingual Confidentiality Notice
- Bilingual Notice of Visit
- Information Sheet that combined
 - Confidentiality Notice
 - Privacy Notice
 - Residence Rules
 - Relationship, Race and Hispanic Origin Categories
- Enumerator job aid translated to Spanish
- Non-English outreach materials
 - Outreach materials included:
 - Fact Sheets
 - Manuals
 - Reference Materials
 - Articles
 - Advertising campaign materials, videos, and posters in 28 languages
 - “It’s Easy” videos to guide respondents on filling out the questionnaires
- Support for Be Counted, Questionnaire Assistance Centers, Telephone Questionnaire Assistance operations
 - Be Counted
 - Designed to provide assistance to the following individuals who believed they:
 - Did not receive a mailed census questionnaire
 - Were not included on the census questionnaire returned by the household
 - English and non-English questionnaires available
 - Questionnaire Assistance Centers
 - Designed to help individuals needing assistance with questionnaires
 - Predominantly in hard-to-count areas
 - Based on Census 2000 results, partnership, and Local Census Offices staff local knowledge
 - English and non-English questionnaire available
 - Language assistance guides available
 - Telephone Questionnaire Assistance
 - Provide general information and answers to questions about the 2010 Census and how to fill out the census questionnaires
 - Mail English and non-English questionnaires and language assistance guides, by request
 - Conduct telephone interviews to collect census questionnaire information, as appropriate

III. 2020 Language Assistance Planning

a. New Processes/procedures for the 2020 Census

The Census Bureau has taken lessons learned from their efforts during the 2010 Census to provide assistance to LEP respondents and created or refined new processes for the 2020 Census and beyond.

i. Decennial Translation Office

The Census Bureau has created the Decennial Translation Office (DTO). Jason Kopp is the Chief of DTO. He previously worked for the Office of Language Services at the U.S. Department of State.

DTO is organized to fulfill major functions related to translation:

- In-house translation
- Project and contract management
- Terminology research coordination

The in-house translation team consists of full-time, professional translators dedicated to translation and translation quality assurance. The project and contract management team consists of project managers that carry out all aspects of translation projects, including cost and time estimates, workflow determination, reference document research, translator and editor instructions, document preparation, and document delivery. The terminology research coordination team focuses on establishing defined workflows for creation and management of official Census Bureau terminology in translations.

DTO has begun work to standardize translation workflows, quality assurance processes, translator qualifications, and terminology choices at the Census Bureau. In addition, DTO is documenting all operational translation requirements to ensure the Census Bureau will have sufficient resources to complete high-quality translations in support of Census Tests and the 2020 Census. Current DTO translation work includes recruiting, training, outreach, and public relations materials, survey instruments, and survey responses.

ii. Translation Process

The Census Bureau has modified its translation process since the 2010 efforts based off of lessons learned. This process is based on international standards and best practices, such as the Standard Guide for Quality Assurance in Translation (ASTM F2575) and Translation services – Requirements for translation services (ISO 17100). These standards recommend organizations only use professionally qualified staff to follow a translation workflow that includes the following steps: translation, editing (review), adjudication, proofreading, and, if applicable, cognitive testing of materials.

In developing the translation process used by the Census Bureau to create non-English materials for the 2016 Census (discussed later) was:

1. Translation, Review, and Adjudication
2. Programming (automated), Forms Design (paper)
3. Cognitive Testing/Usability testing (or other forms of pre-testing)
4. User Acceptance Testing (automated), Table Review (paper)
5. Quality Assurance and Approvals

b. 2016 Census Test & Preliminary Findings

The 2016 Census Test occurred in parts of Harris County, TX and parts of Los Angeles county, CA. One of the purposes of the test was to refine technologies and methods associated with Self-Response by providing non-English support for LEP respondents through contact strategies and response options.

The Census Bureau provided the following language assistance for the 2016 Census Test (tools and languages):

- Internet instrument, field enumeration instrument and paper questionnaire (and mailing materials) available in Spanish, Chinese and Korean.



- Census Questionnaire Assistance was available in Spanish, Chinese (Mandarin, Cantonese), Korean, Vietnamese, Tagalog, Arabic, French.
 - These languages were based on the language needs of the test sites and the availability of the Census Bureau's call center at the time of the test. The Bureau recently awarded a contract to provide the Census Questionnaire Assistance and anticipate having more languages available moving forward.
- Web Pages with Fact Sheet and FAQs were available in Spanish, Chinese (Simplified), Korean, Vietnamese, Tagalog, Arabic, French, Burmese and Thai.

The image shows a screenshot of the "Los Angeles County Area Test Site" page on the U.S. Census Bureau website. The page includes a navigation bar with links for Topics, Geography, Library, Data, Survey & Programs, Newsroom, and About Us. A sub-navigation bar for the "Los Angeles County Area Test Site" is also present. The main content area features a section titled "The Purpose of the 2016 Census Test in Los Angeles County" with text and a small image of a California map. Below this is a "Goals" section with a bulleted list of objectives, followed by a "Frequently Asked Questions" section. A sidebar on the right lists language options: English, Spanish, Chinese (Simplified), Chinese (Traditional), Indonesian, Japanese, Korean, French, Spanish (Español), Tagalog, Thai, Vietnamese, and Vietnamese (Tiếng Việt). A small image of a document titled "Census Test" is also visible.

The Census Bureau tested different contact strategies for the 2016 Census Test. These strategies included a mix of letters, postcards, and questionnaire being sent in different order to try and determine the most effective means to solicit self-response. The contact strategies tested also included different non-English materials to see what impact they would have on encouraging self-response. Here are the non-English mail materials tested:

Language Brochure

21 de marzo de 2016

Estimado residente de esta vivienda:

La Oficina del Censo de los EE. UU. seleccionó su dirección al azar para participar en la **Prueba del Censo del 2016**. La Oficina del Censo está llevando a cabo esta importante encuesta de 10 minutos para saber cuánto que el Censo es más fácil, más conveniente y menos costoso.

Los resultados del Censo 2020 se usarán para:

- Ajustar recursos a las escuelas, los servicios de salud y la creación de empleos.
- Proporcionar a su comunidad para satisfacer las necesidades de transporte y disposición para emergencias.
- Ayudar a garantizar la representación política de su comunidad.

Por favor, anexe el 1 de abril en: <https://survey.census.gov/censustest>

La Oficina del Censo está usando Internet en lugar de cuestionarios impresos para enviar por correo la encuesta esta vez. Los cuestionarios impresos se enviarán a las personas que no responden en línea. Los cuestionarios impresos se enviarán a las personas que pagan impuestos y procesar los datos con más eficiencia. Si no responde en línea, por favor, llame a su casa y le enviaremos un cuestionario impreso dentro de unas semanas para que lo complete y lo envíe de vuelta por correo.

El Censo es un trabajo que la ley de los EE. UU. requiere que usted responda, y sus respuestas son absolutamente confidenciales. Si usted no responde, tendremos que enviar a un entrevistador para que le pregunte las preguntas. No se le cobrará por responder en persona. Si necesita ayuda para completar la encuesta, llame gratis al 1-866-535-5055.

Para obtener más información sobre esta encuesta, visite www.census.gov/2016censustest.

Sus respuestas son confidenciales. Estamos llevando a cabo esta encuesta en conformidad con las Secciones 141 y 193 del Título 13 del Código de los Estados Unidos. La Oficina del Censo mantiene la privacidad y mantiene la confidencialidad de sus respuestas (Secciones 9 y 214 del Título 13 del Código de los Estados Unidos). Para más información sobre cómo protegemos su información, visite el sitio web en www.census.gov y haga clic en "Data Protection & Privacy Policy" en la parte inferior de la página principal.

Gracias de antemano por su rápida respuesta.

Atentamente,


John H. Thompson
Director

Prueba del Censo del 2016

Issued January 2016
01-12

2016 Census Test

Important Information From the U.S. Census Bureau

Información Importante de la Oficina del Censo de los Estados Unidos

美国人口普查局重要通知

미국 인구조사국에서 알려 드리는 중요한 정보

<https://survey.census.gov/censustest>

United States Census Bureau
U.S. Department of Commerce
Economic and Statistical Administration
census.gov

<h2>Information Sheet</h2>	<p>DF-28(E/S) (2-8-2016)</p> <p>U.S. DEPARTMENT OF COMMERCE United States Census Bureau</p> <p>HOJA INFORMATIVA</p> <p>Sus respuestas son confidenciales</p> <p>Sus respuestas son confidenciales y están protegidas por la ley. Todos los empleados de la Oficina del Censo de los EE. UU. hacen un juramento de confidencialidad y están sujetos a una penalidad de cárcel, una multa o ambas si divulgan CUALQUIER información que lo identifique a usted o a su hogar. Sus respuestas se usarán solo para propósitos estadísticos. La ley le exige que nos provea la información solicitada.</p> <p>Estas leyes federales se pueden encontrar en las Secciones 9, 141, 193, 214 y 221 del Título 13 del Código de los Estados Unidos. Para conocer más acerca de nuestras normas de privacidad y protección de datos, haga el favor de visitar nuestro sitio web en www.census.gov y haga clic en "Data Protection & Privacy Policy" en la parte inferior de la página principal.</p> <p>Gracias por su cooperación. La Oficina del Censo agradece su ayuda.</p> <p>No se requiere que las personas respondan a ninguna recopilación de información a menos que estén teniendo un número de acreditación válido de la Oficina del Censo. La Prueba del Censo (OMB Control No. 0607-0989). El número de aprobación para la Prueba del Censo del 2016 es N.º de OMB 0607-0989. Aprobado hasta 04/30/2017.</p> <p>Envíe los comentarios que tiene sobre esta recopilación a: Paperwork Reduction Project 0607-0989, U.S. Census Bureau, P.O. Box 51174, 4600 Silver Hill Road, Washington, DC 20233. También puede enviar sus comentarios por correo electrónico a 2020_census.paperwork@census.gov y use como tema del mensaje "Paperwork Project 0607-0989".</p>	<p>N.º de OMB 0607-0989: Aprobado hasta 04/30/2017</p> <p>A QUIÉN CONTAR EL 1 DE ABRIL</p> <p>Necesitamos contar a las personas donde viven y duermen la mayor parte del tiempo.</p> <p>NO incluye:</p> <ul style="list-style-type: none"> Estudiantes universitarios que no viven en el hogar de dirección la mayor parte del año Personal de las Fuerzas Armadas que vive fuera de casa Personas que estaban en un hogar de ancianos o <i>nursing home</i>, un hospital para enfermos mentales, etc. el 1 de abril de 2016 Personas que vivían en una prisión, un centro de detención, etc. el 1 de abril de 2016 <p>Incluye:</p> <ul style="list-style-type: none"> Bebés y niños que viven aquí, incluyendo a hijos de crianza (<i>hoster</i>) Compañeros de casa o cuarto Inquilinos Personas que se quedaban aquí el 1 de abril de 2016 y que no tienen lugar permanente donde vivir
<h2>Notice of Visit</h2>	<p>DF-28(E/S) - Base prints Black Ink</p> <p>OMB 0607-0989: 有効期限 04/30/2017</p> <p>United States Census Bureau</p> <p>U.S. DEPARTMENT OF COMMERCE United States Census Bureau</p> <p>来访留言</p> <p>今天有1位人口普查局普查员来拜访您。是为了对您住处进行人口普查访谈。</p> <p>人口普查局将根据完成一个简单的、一次性的2016年人口普查面试。此测试的目的是帮助我们改进普查方法，使下次的人口普查更加方便，节省时间和人力。</p> <p>请在三日内（今天，明天，或后天）使用以下方法之一完成问卷：</p> <ul style="list-style-type: none"> 请上网填写问卷，网址是 http://survey.census.gov/censustest 请拨打免费电话提供的人口普查员电话，电话号码是 1-800-416-3282 (普通话), 1-800-593-5850 (西班牙语)。工作时间为每天上午 7:00 至晚上 10:00 时，先到时每周日上午 11:00 时至晚上 12:00 时。 <p>参加者号码 (Lower ID): _____</p> <p>如果没有时间完成问卷，人口普查局工作人员可能会再次与您联系以完成问卷调查。</p> <p>您所提供的资料将得到严格保密。这就是说人口普查局不得向其他组织提供识别您的资料，或对法律所允许的隐私有严格保密的组织透露您的资料。《美国宪法》第 13 条第 14 和 193 条的授权下进行本次面试问卷调查的。该法律要求您必须参加这项问卷调查。管理和服务办公室对农村人口普查测试的批准文号是 0607-0989。此批准文号有效期至 04/30/2017。</p> <p>如果您对本次测试问卷调查有任何疑问，或希望获得更多信息，请上网 http://www.census.gov/2016censustest 查询。</p>	<p>DF-28(E/S) - Tone prints Pantone 430C green 10% and 20%</p> <p>OMB 0607-0989: 송인 번호 04/30/2017</p> <p>United States Census Bureau</p> <p>U.S. DEPARTMENT OF COMMERCE United States Census Bureau</p> <p>방문 통지서</p> <p>한국 조사국은 2016년 벤서스 시범 조사용 위기 진단 및 최종 설문 조사와 관련하여 귀하의 협조를 요청드립니다. 시험 조사에 총 6시간, 단 1번, 한 번 벤서스 조사자는 귀하의 집에 문을 열고 질문합니다. 시험 조사에 총 6시간, 단 1번, 한 번 벤서스 조사자는 귀하의 집에 문을 열고 질문합니다.</p> <p>아래와 방법을 통해 귀하를 선택하여 이를 얻을 때 벤서스 조사를 제공해 주시기 바랍니다.</p> <ul style="list-style-type: none"> 인터넷으로 조사자 할당하시려면 https://survey.census.gov/censustest 을 방문해 주십시오. 한번에 조사자 할당하시려면, 우리 번호 1-866-209-6123 으로 전화해 주십시오. 통화 가능 시간은 월요일에서 토요일 오후 5시(한국 표준시) 오전 9시(미국 표준시)에 자정까지, 일요일에는 오전 11시에서 자정까지입니다. <p>참여하고 고유 번호 (Lower ID): _____</p> <p>그리고 앞으로 벤서스 조사를 위해 저녁 조사일에 다시 선택해 벤서스를 받을 수도 있습니다.</p> <p>귀하의 답변은 비밀이 보장됩니다. 다시 말해, 인구 조사국은 귀하가 기록한 신분을 알 수 없는 정보를 그에 따라 다른 개인이나 기관에 제공하지 않으며 정부는 그 정보를 받으면 귀하의 비밀을 보호합니다(이 법령 제 13 조 9 항 참조).</p> <p>인구 조사국은 이 법령을 제 13 조 14 항 및 193 항의 과정으로 이 절차를 조사합니다. 실무자, 일상 생활, 일상 생활에 부과되는 책임, 관리, 관리 및 예산(OMB)의 송인을 받았으며 (송인번호: 0607-0989). 이 송인은 2017년 4월 30일까지 유통됩니다.</p> <p>설문 조사자와 함께 대화를 나누거나 조사자를 설문에 응답해 주십시오. http://www.census.gov/2016censustest</p>

The Census Bureau has shared preliminary findings from their 2016 Census Test but are still in the analysis phase of the test results. As of July 12, 2016, the preliminary self-response rates are:

		Los Angeles County				Harris County			
1	Panel	Internet	Telephone	Mail	Total*	Internet	Telephone	Mail	Total
	Internet Push	33.4%	3.0%	13.5%	49.9%	29.6%	2.2%	8.9%	40.7%
2	Internet Push with reminder letter	34.5%	2.7%	13.4%	50.6%	30.2%	2.4%	8.9%	41.5%
3	Internet Push w language brochure	34.3%	3.2%	15.7%	53.2%	28.0%	2.0%	9.6%	39.6%
4	Internet Push with language FAQ insert	36.6%	3.2%	14.3%	54.0%	29.9%	2.1%	8.6%	40.6%
5	Internet Choice	18.4%	1.2%	36.7%	56.2%	13.2%	0.8%	18.5%	32.5%
Total		31.4%	2.7%	19.3%	53.4%	27.4%	2.0%	10.2%	39.6%

The preliminary language findings as of July 19, 2016 are:

Internet (no mobile breakout)	Phone (i.e. those who called into TQA)
English – 97.5 percent	English – 82.1 percent
Spanish – 1.3 percent	Spanish – 12.1 percent
Chinese – 1.2 percent	Chinese – 5.8 percent
Korean – 0.1 percent	Korean – 0.0 percent

c. 2020 Census Plans: Language Services

The Census Bureau is currently planning its Language Services for the 2020 Census, with a goal of finalizing the 2020 Census Language Support Plan by Fall of 2017. The Census Bureau is currently planning to provide non-English support for the following materials:

- Internet Instrument
- Census Questionnaire Assistance (expanded language options)
- Field Enumeration Instrument
- Paper Questionnaires
- Language Assistance Guides (Paper and Internet)
- Field Materials

The plan for the 2018 End-to-End Census Test is to provide non-English support in Spanish, Chinese, Vietnamese, Korean, Russian, Arabic, and Tagalog, based on analysis of the most recent ACS data. These are the languages planned for the 2018 End-to-End Census Test Internet instrument. The thinking currently is that these language will definitely be supported in 2020 and the hope is to expand the list with a couple more languages for the Internet instrument.

The following are current ideas about how to provide non-English support for the 2020 Census.

- Internet instrument
 - Drop down menu on the instrument to select language. Also investigating how to make the language availability more visible to the end-user.
 - Will support Non-ID Address Collection.
 - Ensure the all content are translated into the supported languages
- Language Assistance Guides – to be provided in two formats and accessible via the internet and through community and partnership events
 - Internet - Instructional Video
 - Helps respondent navigate through Internet instrument
 - Paper - Instructional Paper Guide
 - Helps respondent navigate through completing paper questionnaire
 - Propose creating because there are still segments of the population who have access issues or prefer the paper questionnaire.
 - Will also be available on the Internet as printable PDF

- During the 2010 Census, some LEP respondents filled out the language assistance guides as if they were questionnaires.
- Census Questionnaire Assistance
 - Mailing materials will have an insert that explains the availability of CQA.
- Language Web Information
 - Plan to have a mirror Spanish website.
 - Proposing to have individual pages for the non-English languages available on the 2020 Census website.
 - Will have links to the Language Assistance Guides for all languages

The 2020 Census Language Services timeline is as follows (based on the calendar year):

- 2017
 - Finalize and submit 2020 Language Support Plan
 - Begin translation and cognitive testing in remaining languages for 2020
 - Begin work on Language Assistance Guides
- 2018
 - Deploy Internet instrument in non-English languages for the 2018 End-to-End Test
- 2019
 - Complete Language Assistance Guides
 - Complete cognitive testing in remaining languages for the 2020 Census
- 2020
 - Deploy non-English operations for the 2020 Census

The 2020 Language Support Team is already partnering with the Integrated Partnership and Communications team. There is understanding that the top languages that will be available for the 2020 Census will also have materials available in those languages through the Integrated Partnership and Communications Plan. The two teams will continue to engage, collaborate and plan together to ensure maximum optimization for in-language support.

IV. Language Working Group Recommendations

The following are recommendations on the Census Bureau's 2020 Census Language Services operation as adopted by the National Advisory Committee on November 4, 2016.

Language Coverage

Recommendation #1: We re-affirm and adopt recommendations from the Hard-to-Count Working Group related to language access.

- Offering Additional Language Options: In order to reach HTC groups who have high numbers of immigrants and persons with limited English, we recommend that the

internet interfaces include as many languages as possible. Online forms could potentially include many more languages than the printed version.

- Prioritizing Language Minority Communities with a High Incidence of Limited English Proficiency: When choosing languages for translation, we recommend the Census Bureau consider not just the number of speakers, but smaller language communities that can only respond in their own language.
- Targeting HTC Communities Through Mapping: For example, in order to best target HTC groups with limited English, we recommend the Census Bureau provide data mapping by language so that areas with LEP individuals are highlighted and can be specifically targeted.

Recommendation #2: We recommend the Census Bureau produce Tier 1 materials (Questionnaires, Language Assistance Guides, Questionnaire Assistance Centers, Telephone Questionnaire Assistance interviews, Website, Partnership Program) for the top 10 languages for the largest “linguistically isolated” languages, using the most recent ACS 5-year dataset, and the top ten languages covered by Section 203 of the Voting Rights Act.

Recommendation #3: We recommend the Census Bureau produce Tier 2 materials (Language Assistance Guides, Questionnaire Assistance Center, Website, Partnership Program) in 90 languages, which increases the languages supported by approximately 50% from the 2010 Census.

We further recommend that the languages chosen for Tier 2 materials should not only serve large language population groups but also:

- service smaller language groups with greater needs (i.e. those groups that have large percentages of limited-English proficiency or linguistic isolation)
- address language needs of those geographically-concentrated (i.e., populations that make up a significant portion of a geographic location such as a city, state or region even though the language group may not be equally populous throughout the country) and/or geographically-isolated; and
- serve language groups from the US refugee program in the last 10 years.

Recommendation #4: We recommend the Census Bureau produce Tier 3 materials (Language Assistance Guides, Website, Partnership Program) in languages that service smaller language groups with some needs (i.e. those groups that have a significant percentages of limited-English proficiency or linguistic isolation) as well as address language needs of those geographically-concentrated (i.e., populations that make up a good portion of a geographic location such as a city, state or region even though the language group may not be equally populous throughout the country).

Recommendation #5: We recommend the Census Bureau create a time-specific process to solicit additional feedback from interested stakeholders for more niche/unique languages in more language-diverse neighborhoods and communities. That process should require interested stakeholders to provide the language they believe should be served, the reason why it should be

served (anecdotal and/or statistical evidence), and contacts for individuals or companies that can service that language.

Recommendation #6: We recommend the development of a specific language strategy for Alaska Natives and American Indians. We further recommend that the Census Bureau look into collaborative opportunities at the state level for those responsible for providing language assistance for voters – for example perhaps partnering with jurisdictions covered by Section 203 for a translation partnership, using existing bilingual translation panels, translators, and outreach workers.

Recommendation #7: We recommend that the Census Bureau be mindful of persons with disabilities and ensure accessibility to the 2020 Census and its materials via the use of Braille, American Sign Language, TTY and any other tools that would increase accessibility for these communities.

Translation Process

Recommendation #8: We recommend that Census Bureau incorporate trusted community-based organizations (including organizations representing persons with disabilities) in reviewing all non-English materials, including, but not limited to, any glossaries, non-English mailing materials, and the Census Questionnaire. The Census Bureau should provide organizations with sufficient time and voice to provide input on cultural appropriateness and translation quality prior to finalizing translations and materials.

Recommendation #9: We recommend that the Census Bureau establish and publish official translation guidelines.

Recommendation #10: We recommend the Census Bureau build a database of individual translation contractors for a multitude of languages, recognizing that translation agencies that serve multiple languages may not be the best for specific languages. We further recommend that the Census Bureau consider sharing the database with other agencies and partner organizations.

Recommendation #11: We recommend that the Census Bureau hire permanent, full-time staff to be responsible for coordination of translations for other languages beside Spanish, such as an Asian language translation coordinator or an AIAN language translation coordinator, to support surveys conducted by the Census Bureau.

Recommendation #12: We recommend the Census Bureau conduct a cost-benefit analysis to provide language support for all census surveys, and in particular the American Community Survey and the Current Population Survey, for at least the top 5 languages to reduce in-person follow-up for these surveys.

Census 2016 test experiments

(Because only preliminary test results have been provided to date, these recommendations are preliminary recommendations and may be revised based on final test results)

Recommendation #13: Based on the preliminary results of the 2016 Census Test, we recommend that the Census Bureau should include non-English messaging on the ENVELOPE of mailings in addition to non-English materials and/or messaging inside.

Recommendation #14: Based on the preliminary results of the 2016 Census Test, we recommend the Census Bureau must include non-English materials in the mailings that provide respondents with useful information about why to participate and how to participate.

Recommendation #14.5: For languages for which assistance is available through other means, we recommend that the Census Bureau provide a toll-free number (ideally translated) in mailings to request that assistance.

Recommendation #15: We recommend that the Census Bureau continue to test and refine the non-English materials that go into the mailings to determine which format and what information will promote the highest level of self-response from language communities.

Recommendation #16: We recommend that the Census Bureau consider different metrics for evaluating the use and quality of the different non-English materials beyond relying only on the number of downloads, such as determining how partners used the materials.

Recommendation #17: We recommend the Census Bureau analyze how accurately the Language tracts identified target populations for the Census 2016 test by the different language groups.

Enumerator Tools/Respondent Materials

Recommendation #18: We recommend that the Enumerator Tools/respondent materials be developed with a focus on end-user.

Recommendation #19: We recommend that the Flashcard Tool include each of the languages available for the language assistance guides.

Recommendation #20: We recommend that Census Bureau create non-English scripts for enumerators to utilize in the field that addresses the different issues that could arise to ensure consistency of in-field translations. We further recommend that the Census Bureau discourage on-the-fly translations by its enumerators.

Language Assistance Guides (LAGs)

Recommendation #21: We recommend that the Census Bureau produce a paper/printable version of their LAGs. We further recommend that the LAGs must be readable (i.e. font-size and

type support user readability) and that it is clear the LAGs are to be used as guides and not filled out as questionnaires.

Recommendation #22: We recommend that instructional videos on how to fill out the census questionnaire should start with a segment on why participating in the census matters/is important. We further recommend that the instructional videos be produced both as one whole video as well as in segments (e.g. why participating in the census is important, filling out the question(s) on race and ethnicity, etc.).

Recommendation #23: We recommend that instructional videos be cast in a way that is representative of the diversity of the communities they are targeting.

Recommendation #24: We recommend that an instructional video be created for filling out the paper questionnaire, which can be utilized by partner organizations, youtube and other distribution mechanism.

Community Education & Partnership materials

Recommendation #25: We recommend that the Census Bureau develop educational and communications materials with simpler messages and plain-language translations. In 2010, community members found the Census-produced materials to be too dense and text-heavy, and in some cases, too complicated for those who may not be literate in their own native language.

Recommendation #26: We recommend that the Census Bureau produce educational and communications materials that provide concrete examples of how participating in the Census can directly benefit different language communities.

Recommendation #27: We recommend that the Census Bureau review all its educational and communications materials to ensure that they are culturally appropriate (i.e. no offensive or inappropriate imagery, whether of people, places, etc.).

Telephone Questionnaire Assistance

Recommendation #28: We recommend that the Census Bureau continue to expand the ability of all people to fill out their census form over the phone. We further recommend that the Census Bureau look at expanding the number of languages supported by the Telephone Questionnaire Assistance beyond the Tier 1 languages. The Bureau should look to target languages that are linguistically isolated, are Hard-to-Count, and have low response rates.

Website

Recommendation #29: We recommend that the Census Bureau/2020 Census Website support at least all the languages of the LAGs. We further recommend that the individual pages for non-English and non-Spanish languages be comprehensive, clear and properly translated.

Recommendation #30: We recommend that the Census Bureau continue testing how to most effectively let users know from the main page of the “2020 Census Website” that these non-English resources exist and how to reach them.